# Calendar No. 599

103d CONGRESS S. 622

[Report No. 103-358]

# A BILL

To authorize appropriations for the United States Office of Special Counsel, the Merit Systems Protection Board, and for other purposes.

AUGUST 23 (legislative day, AUGUST 18), 1994
Reported with an amendment

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103D CONGRESS 2D SESSION

# S. 622

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To authorize appropriations for the United States Office of Special Counsel, the Merit Systems Protection Board, and for other purposes.

#### IN THE SENATE OF THE UNITED STATES

MARCH 19 (legislative day, MARCH 3), 1993

Mr. Levin (for himself, Mr. Cohen, and Mr. Pryor) introduced the following bill; which was read twice and referred to the Committee on Governmental Affairs

AUGUST 23 (legislative day, AUGUST 18), 1994
Reported by Mr. GLENN, with an amendment
[Strike out all after the enacting clause and insert the part printed in italic]

## A BILL

To authorize appropriations for the United States Office of Special Counsel, the Merit Systems Protection Board, and for other purposes.

- 1 Be it enacted by the Senate and House of Representa-
- 2 tives of the United States of America in Congress assembled,
- 3 SECTION 1. AUTHORIZATION OF APPROPRIATIONS.
- 4 (a) MERIT SYSTEMS PROTECTION BOARD.—Section
- 5 8(a)(1) of the Whistleblower Protection Act of 1989 (5

- 1 U.S.C. 5509 note; Public Law 101-12; 103 Stat. 34) is
- 2 amended by striking out "1989, 1990, 1991, 1992, 1993,
- 3 and 1994" and inserting in lieu thereof "1993, 1994, and
- 4 1995".
- 5 (b) Office of Special Counsel.—Section 8(a)(2)
- 6 of the Whistleblower Protection Act of 1989 (5 U.S.C.
- 7 5509 note: Public Law 101-12; 103 Stat. 34) is amended
- 8 by striking out "1989, 1990, 1991, and 1992" and insert-
- 9 ing in lieu thereof "1993, 1994, and 1995".
- 10 SEC. 2. OFFICE OF SPECIAL COUNSEL.
- 11 (a) Succession.—Section 1211(b) of title 5, United
- 12 States Code, is amended by inserting after the first sen-
- 13 tence: "The Special Counsel may continue to serve beyond
- 14 the expiration of the term until a successor is appointed
- 15 and has qualified, except that the Special Counsel may not
- 16 continue to serve for more than one year after the date
- 17 on which the term of the Special Counsel would otherwise
- 18 expire under this subsection.".
- 19 (b) Limitations on Disclosures. Section
- 20 1212(g) of title 5, United States Code, is amended—
- 21 (1) in paragraph (1), by striking out "provide
- 22 <u>information concerning" and inserting in lieu thereof</u>
- 23 "disclose any information from or about"; and
- 24 (2) in paragraph (2), by striking out "a matter
- 25 described in subparagraph (A) or (B) of section

1	2302(b)(2) in connection with a" and inserting in
2	lieu thereof "an evaluation of the work performance,
3	ability, aptitude, general qualifications, character,
4	loyalty, or suitability for any personnel action of
5	any''.
6	(c) DETERMINATIONS.—Section 1214(b)(2) of title 5,
7	United States Code, is amended—
8	(1) by redesignating subparagraphs (A), (B)
9	and (C) as subparagraphs (B), (C) and (D), respec-
10	tively;
11	(2) by inserting before subparagraph (B) (as
12	redesignated by paragraph (1) of this subsection)
13	the following:
14	"(A)(i) Except as provided under clause
15	(ii), no later than 240 days after the date of re-
16	ceiving an allegation of a prohibited personnel
17	practice under paragraph (1), the Special Coun-
18	sel shall make a determination whether there
19	are reasonable grounds to believe that a prohib-
20	ited personnel practice has occurred, exists, or
21	is to be taken.
22	"(ii) If the Special Counsel is unable to
23	make the required determination within the
24	240-day period specified under clause (i) and
25	the person submitting the allegation of a pro-

1 hibited personnel practice agrees to an exten-2 sion of time, the determination shall be made 3 within such additional period of time as shall be 4 agreed upon between the Special Counsel and the person submitting the allegation."; and 5 (3) by inserting after subparagraph (D) (as re-6 7 designated by paragraph (1) of this subsection) the 8 following new subparagraph: 9 "(E) A determination by the Special Counsel under this paragraph may not be admissible 10 11 as evidence in any judicial or administrative 12 proceeding, without the consent of the person submitting the allegation of a prohibited per-13 14 sonnel practice.". 15 (d) REPORTS.—Section 1218 of title 5, United States Code, is amended by inserting "cases in which it did not make a determination whether there are reasonable grounds to believe that a prohibited personnel practice has occurred, exists, or is to be taken within the 240-day period specified in section 1214(b)(2)(A)(i)," after "investigations conducted by it,". 21 SEC. 3. INDEPENDENT RIGHT OF ACTION. 23 (a) Subpoenas.—Section 1221(d) of title 5, United States Code, is amended by striking out paragraph (1)

and inserting in lieu thereof the following:

- "(1) At the request of an employee, former em-1 2 ployee, or applicant for employment seeking corrective action under subsection (a), the Board shall 3 4 issue a subpoena for the attendance and testimony 5 of any person or the production of documentary or other evidence from any person if the Board finds 6 7 that the testimony or production requested is not unduly burdensome and appears reasonably cal-8 9 culated to lead to the discovery of admissible evi-10 dence.".
- 11 (b) REFERRALS.—Section 1221(f) of title 5, United 12 States Code, is amended by adding after paragraph (2) 13 the following new paragraph:
  - "(3) If, based on evidence presented to it under this section, the Merit Systems Protection Board determines that there is reason to believe that a current employee may have committed a prohibited personnel practice, the Board shall refer the matter to the Special Counsel to investigate and take appropriate action under section 1215.".
- 21 (c) Attorneys' Fees. Section 1221(g) of title 5,
- 22 United States Code, is amended—
- 23 (1) in paragraph (1), by striking out "and any 24 other reasonable costs incurred" and inserting in 25 lieu thereof "and any other reasonable costs in-

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1	curred directly or indirectly by the employee, former
2	employee, or applicant."; and
3	(2) in paragraph (2), by striking out "and any
4	other reasonable costs incurred," and inserting in
5	lieu thereof "and any other reasonable costs in-
6	curred directly or indirectly by the employee, former
7	employee, or applicant,".
8	SEC. 4. PROHIBITED PERSONNEL PRACTICES.
9	(a) Personnel Actions.—Section 2302(a)(2)(A) of
10	title 5, United States Code, is amended—
11	(1) in clause (ix) by striking out "and" after
12	the semicolon;
13	(2) by redesignating clause (x) as clause (xi)
14	and inserting before such clause the following:
15	"(x) a decision to order psychiatric testing or
16	examination; and"; and
17	(3) in the matter following designated clause
18	(xi) (as redesignated by paragraph (2) of this sub-
19	section) by inserting before the semicolon the follow-
20	ing: ", and in the case of an alleged prohibited per-
21	sonnel practice described in subsection (b)(8), an
22	employee or applicant for employment in a Govern-
23	ment corporation as defined in section 9101 of title
24	31, United States Code".

1	(b) COVERED POSITIONS.—Section 2302(a)(2)(B) of
2	title 5, United States Code, is amended to read as follows:
3	"(B) covered position' means, with respect to
4	any personnel action, any position in the competitive
5	service, a career appointee position in the Senior Ex-
6	ecutive Service, or a position in the excepted service,
7	but does not include any position which is, prior to
8	the personnel action—
9	"(i) excepted from the competitive service
10	because of its confidential, policy-determining,
11	policy-making, or policy-advocating character;
12	<del>or</del>
13	"(ii) excluded from the coverage of this
14	section by the President based on a determina-
15	tion by the President that it is necessary and
16	warranted by conditions of good administra-
17	tion.''.
18	(c) AGENCIES. Section 2302(a)(2)(C) of title 5,
19	United States Code, is amended in clause (i) by inserting
20	before the semicolon: ", except in the case of an alleged
21	prohibited personnel practice described in subsection
22	(b)(8)".
23	(d) Informational Program. Section 2302(c) of
24	title 5, United States Code, is amended in the first sen-
25	tence by inserting before the period ", and for ensuring

- 1 (in consultation with the Office of Special Counsel) that
- 2 agency employees are informed of the rights and remedies
- 3 <del>available to them under this chapter and chapter 12 of</del>
- 4 this title".

#### 5 SEC. 5. PERFORMANCE APPRAISALS.

- 6 Section 4313(5) of title 5, United States Code, is
- 7 amended to read as follows:
- 8 "(5) meeting affirmative action goals, achieve-
- 9 ment of equal employment opportunity requirements,
- and compliance with the merit systems principles set
- 11 forth in section 2301 of this title.".

#### 12 **SEC. 6. IMPLEMENTATION.**

- 13 (a) POLICY STATEMENT.—No later than 6 months
- 14 after the date of enactment of this Act, the Special Coun-
- 15 sel shall issue a policy statement regarding the implemen-
- 16 tation of the Whistleblower Protection Act of 1989. Such
- 17 policy statement shall be made available to each person
- 18 alleging a prohibited personnel practice described under
- 19 section 2302(b)(8) of title 5, United States Code, and
- 20 shall include detailed guidelines identifying specific cat-
- 21 egories of information that may (or may not) be commu-
- 22 nicated to agency officials for an investigative purpose, or
- 23 for the purpose of obtaining corrective action under sec-
- 24 tion 1214 of title 5, United States Code, or disciplinary
- 25 action under section 1215 of such title, the circumstances

- 1 under which such information is likely to be disclosed, and
- 2 whether or not the consent of any person is required in
- 3 advance of any such communication.
- 4 (b) TERMINATION STATEMENT.—The Special Coun-
- 5 sel shall include in any letter terminating an investigation
- 6 under section 1214(a)(2) of title 5, United States Code,
- 7 the name and telephone number of an employee of the
- 8 Special Counsel who is available to respond to reasonable
- 9 questions from the person regarding the investigation or
- 10 review conducted by the Special Counsel, the relevant facts
- 11 ascertained by the Special Counsel, and the law applicable
- 12 to the person's allegations.
- 13 **SEC. 7. EFFECTIVE DATE.**
- The provisions of this Act and the amendments made
- 15 by this Act shall be effective on and after the date of the
- 16 enactment of this Act.
- 17 SECTION 1. AUTHORIZATION OF APPROPRIATIONS.
- 18 (a) Merit Systems Protection Board.—Section
- 19 8(a)(1) of the Whistleblower Protection Act of 1989 (5)
- 20 U.S.C. 5509 note; Public Law 101–12; 103 Stat. 34) is
- 21 amended by striking out "1989, 1990, 1991, 1992, 1993,
- 22 and 1994" and inserting in lieu thereof "1993, 1994, and
- 23 1995".
- 24 (b) Office of Special Counsel.—Section 8(a)(2) of
- 25 the Whistleblower Protection Act of 1989 (5 U.S.C. 5509

- 1 note; Public Law 101-12; 103 Stat. 34) is amended by
- 2 striking out "1989, 1990, 1991, and 1992" and inserting
- 3 in lieu thereof "1993, 1994, and 1995".

#### 4 SEC. 2. REASONABLE ATTORNEY FEES IN CERTAIN CASES.

- 5 Section 1204 of title 5, United States Code, is amended
- 6 by adding at the end thereof the following new subsection:
- 7 "(m)(1) Except as provided in paragraph (2) of this
- 8 subsection, the Board, or an administrative law judge or
- 9 other employee of the Board designated to hear a case aris-
- 10 ing under section 1215, may require payment by the agency
- 11 involved of reasonable attorney fees incurred by an em-
- 12 ployee or applicant for employment if the employee or ap-
- 13 plicant is the prevailing party and the Board, administra-
- 14 tive law judge, or other employee (as the case may be) deter-
- 15 mines that payment by the agency is warranted in the in-
- 16 terest of justice, including any case in which a prohibited
- 17 personnel practice was engaged in by the agency or any
- 18 case in which the agency's action was clearly without merit.
- 19 "(2) If an employee or applicant for employment is
- 20 the prevailing party of a case arising under section 1215
- 21 and the decision is based on a finding of discrimination
- 22 prohibited under section 2302(b)(1) of this title, the pay-
- 23 ment of attorney fees shall be in accordance with the stand-
- 24 ards prescribed under section 706(k) of the Civil Rights Act
- 25 of 1964 (42 U.S.C. 2000e–5(k)).".

#### 1 SEC. 3. OFFICE OF SPECIAL COUNSEL.

2	(a) Succession.—Section 1211(b) of title 5, United
3	States Code, is amended by inserting after the first sentence:
4	"The Special Counsel may continue to serve beyond the ex-
5	piration of the term until a successor is appointed and has
6	qualified, except that the Special Counsel may not continue
7	to serve for more than one year after the date on which
8	the term of the Special Counsel would otherwise expire
9	under this subsection.".
10	(b) Limitations on Disclosures.—Section 1212(g)
11	of title 5, United States Code, is amended—
12	(1) in paragraph (1), by striking out ''provide
13	information concerning" and inserting in lieu thereof
14	"disclose any information from or about"; and
15	(2) in paragraph (2), by striking out "a matter
16	described in subparagraph (A) or (B) of section
17	2302(b)(2) in connection with a'' and inserting in
18	lieu thereof "an evaluation of the work performance,
19	ability, aptitude, general qualifications, character,
20	loyalty, or suitability for any personnel action of
21	any".
22	(c) Determinations.—Section 1214(b)(2) of title 5,
23	United States Code, is amended—
24	(1) by redesignating subparagraphs (A), (B) and
25	(C) as subparagraphs (B), (C) and (D), respectively:

1	(2) by inserting before subparagraph (B) (as re-
2	designated by paragraph (1) of this subsection) the
3	following:
4	"(A)(i) Except as provided under clause
5	(ii), no later than 240 days after the date of re-
6	ceiving an allegation of a prohibited personnel
7	practice under paragraph (1), the Special Coun-
8	sel shall make a determination whether there are
9	reasonable grounds to believe that a prohibited
10	personnel practice has occurred, exists, or is to
11	be taken.
12	"(ii) If the Special Counsel is unable to
13	make the required determination within the 240-
14	day period specified under clause (i) and the
15	person submitting the allegation of a prohibited
16	personnel practice agrees to an extension of time,
17	the determination shall be made within such ad-
18	ditional period of time as shall be agreed upon
19	between the Special Counsel and the person sub-
20	mitting the allegation."; and
21	(3) by inserting after subparagraph (D) (as re-
22	designated by paragraph (1) of this subsection) the
23	following new subparagraph:
24	"(E) A determination by the Special Coun-
25	sel under this paragraph may not be admissible

- as evidence in any judicial or administrative proceeding, without the consent of the person submitting the allegation of a prohibited personnel practice.".
- nel practice.".

  (d) Reports.—Section 1218 of title 5, United States

  Code, is amended by inserting "cases in which it did not

  make a determination whether there are reasonable grounds

  to believe that a prohibited personnel practice has occurred,

  exists, or is to be taken within the 240-day period specified

  in section 1214(b)(2)(A)(i)," after "investigations con-

#### 12 SEC. 4. INDEPENDENT RIGHT OF ACTION.

ducted by it,".

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- 13 (a) Subpoenas.—Section 1221(d) of title 5, United 14 States Code, is amended by striking out paragraph (1) and 15 inserting in lieu thereof the following:
- "(1) At the request of an employee, former em-16 17 ployee, or applicant for employment seeking corrective 18 action under subsection (a), the Board shall issue a 19 subpoena for the attendance and testimony of any person or the production of documentary or other evi-20 dence from any person if the Board finds that the tes-21 22 timony or production requested is not unduly burden-23 some and appears reasonably calculated to lead to the discovery of admissible evidence.". 24

1	(b) Corrective Actions.—Section 1221(e)(1) is
2	amended by adding after the last sentence: "The employee
3	may demonstrate that the disclosure was a contributing fac-
4	tor in the personnel action through circumstantial evidence,
5	such as evidence that—
6	"(A) the official taking the personnel action
7	knew of the disclosure; and
8	"(B) the personnel action occurred within a pe-
9	riod of time such that a reasonable person could con-
10	clude that the disclosure was a factor in the personnel
11	action.''.
12	(c) Referrals.—Section 1221(f) of title 5, United
13	States Code, is amended by adding after paragraph (2) the
14	following new paragraph:
15	"(3) If, based on evidence presented to it under
16	this section, the Merit Systems Protection Board de-
17	termines that there is reason to believe that a current
18	employee may have committed a prohibited personnel
19	practice, the Board shall refer the matter to the Spe-
20	cial Counsel to investigate and take appropriate ac-
21	tion under section 1215.''.
22	(d) Attorneys' Fees.—Section 1221(g) of title 5,
23	United States Code, is amended—
24	(1) in paragraph (1), by striking out "and any
25	other reasonable costs incurred" and inserting in lieu

1	thereof "and any other reasonable costs incurred di-
2	rectly or indirectly by the employee, former employee,
3	or applicant.''; and
4	(2) in paragraph (2), by striking out "and any
5	other reasonable costs incurred," and inserting in lieu
6	thereof "and any other reasonable costs incurred di-
7	rectly or indirectly by the employee, former employee,
8	or applicant,''.
9	SEC. 5. PROHIBITED PERSONNEL PRACTICES.
10	(a) Personnel Actions.—Section 2302(a)(2)(A) of
11	title 5, United States Code, is amended—
12	(1) in clause (ix) by striking out ''and'' after the
13	semicolon;
14	(2) by redesignating clause (x) as clause (xi) and
15	inserting before such clause the following:
16	"(x) a decision to order psychiatric testing or ex-
17	amination; and"; and
18	(3) in the matter following designated clause (xi)
19	(as redesignated by paragraph (2) of this subsection)
20	by inserting before the semicolon the following: ", and
21	in the case of an alleged prohibited personnel practice
22	described in subsection (b)(8), an employee or appli-
23	cant for employment in a Government corporation as
24	defined in section 9101 of title 31".

(b) Covered Positions.—Section 2302(a)(2)(B) of 1 title 5, United States Code, is amended to read as follows: 3 "(B) 'covered position' means, with respect to 4 any personnel action, any position in the competitive 5 service, a career appointee position in the Senior Ex-6 ecutive Service, or a position in the excepted service, 7 but does not include any position which is, prior to 8 the personnel action— "(i) excepted from the competitive service 9 because of its confidential, policy-determining, 10 policy-making, or policy-advocating character; or 11 "(ii) excluded from the coverage of this sec-12 tion by the President based on a determination 13 by the President that it is necessary and war-14 15 ranted by conditions of good administration.". 16 (c) AGENCIES.—Section 2302(a)(2)(C) of title 5, United States Code, is amended in clause (i) by inserting before the semicolon: ", except in the case of an alleged prohibited personnel practice described under subsection 20 (b)(8)". 21 Discrimination and Retaliation.—Section 2302(b)(8) of title 5, United States Code, is amended by inserting "or otherwise discriminate or retaliate against," after "a personnel action".

- 1 (e) Informational Program.—Section 2302(c) of
- 2 title 5, United States Code, is amended in the first sentence
- 3 by inserting before the period ", and for ensuring (in con-
- 4 sultation with the Office of Special Counsel) that agency
- 5 employees are informed of the rights and remedies available
- 6 to them under this chapter and chapter 12 of this title".

#### 7 SEC. 6. PERFORMANCE APPRAISALS.

- 8 Section 4313(5) of title 5, United States Code, is
- 9 amended to read as follows:
- 10 "(5) meeting affirmative action goals, achieve-
- 11 ment of equal employment opportunity requirements,
- and compliance with the merit systems principles set
- 13 forth under section 2301 of this title.".

#### 14 SEC. 7. MERIT SYSTEMS APPLICATION TO CERTAIN VETER-

- 15 ANS AFFAIRS PERSONNEL.
- 16 Section 2105 of title 5, United States Code, is amended
- 17 by adding at the end thereof the following new subsection:
- 18 "(f) For purposes of sections 1212, 1213, 1214, 1215,
- 19 1216, 1221, 1222, 2302, and 7701, employees appointed
- 20 under chapter 73 or 74 of title 38 shall be employees.".

#### 21 SEC. 8. CORRECTIVE ACTIONS ORDERED BY THE MERIT

- 22 **SYSTEMS PROTECTION BOARD.**
- 23 (a) In General.—Section 1214 of title 5, United
- 24 States Code, is amended by adding at the end thereof the
- 25 following new subsection:

1	"(g) If the Board orders corrective action under this
2	section, such corrective action may include—
3	"(1) that the individual be placed, as nearly as
4	possible, in the position the individual would have
5	been in had the prohibited personnel practice not oc-
6	curred; and
7	"(2) reimbursement for attorney's fees, back pay
8	and related benefits, medical costs incurred, travel ex-
9	penses, and any other reasonable and foreseeable con-
10	sequential damages.''.
11	(b) Certain Reprisal Cases.—Section 1221(g) of
12	title 5, United States Code (as amended by section 4(d) of
13	this Act) is further amended—
14	(1) by redesignating paragraphs (1) and (2) as
15	paragraphs (2) and (3), respectively; and
16	(2) by inserting before paragraph (2) (as redesig-
17	nated by paragraph (1) of this subsection) the follow-
18	ing new paragraph:
19	"(1)(A) If the Board orders corrective action
20	under this section, such corrective action may in-
21	clude—
22	"(i) that the individual be placed, as nearly
23	as possible, in the position the individual would
24	have been in had the prohibited personnel prac-
25	tice not occurred: and

1 "(ii) back pay and related benefits, medical 2 costs incurred, travel expenses, and any other 3 reasonable and foreseeable consequential changes. 4 "(B) Corrective action shall include attorney's 5 fees and costs as provided for under paragraphs (2) 6 and (3).".

#### 7 SEC. 9. IMPLEMENTATION.

- 8 (a) Policy Statement.—No later than 6 months after the date of enactment of this Act, the Special Counsel shall issue a policy statement regarding the implementation 10 of the Whistleblower Protection Act of 1989. Such policy statement shall be made available to each person alleging a prohibited personnel practice described under section 2302(b)(8) of title 5, United States Code, and shall include detailed guidelines identifying specific categories of information that may (or may not) be communicated to agency officials for an investigative purpose, or for the purpose of obtaining corrective action under section 1214 of title 5, United States Code, or disciplinary action under section 19 20 1215 of such title, the circumstances under which such in-21 formation is likely to be disclosed, and whether or not the consent of any person is required in advance of any such 23 communication.
- 24 (b) Termination Statement.—The Special Counsel

1	under section 1214(a)(2) of title 5, United States Code, the
2	name and telephone number of an employee of the Special
3	Counsel who is available to respond to reasonable questions
4	from the person regarding the investigation or review con-
5	ducted by the Special Counsel, the relevant facts ascertained
6	by the Special Counsel, and the law applicable to the per-
7	son's allegations.
8	SEC. 10. ANNUAL SURVEY OF INDIVIDUALS SEEKING AS-
9	SISTANCE.
10	(a) In General.—The Office of Special Counsel shall,
11	after consulting with the Office of Policy and Evaluation
12	of the Merit Systems Protection Board, conduct an annual
13	survey of all individuals who contact the Office of Special
14	Counsel for assistance. The survey shall—
15	(1) determine if the individual seeking assistance
16	was fully apprised of their rights;
17	(2) determine whether the individual was suc-
18	cessful either at the Office of Special Counsel or the
19	Merit Systems Protection Board; and
20	(3) determine if the individual, whether success-
21	ful or not, was satisfied with the treatment received
22	from the Office of Special Counsel.
23	(b) Report.—The results of the survey conducted
24	under subsection (a) shall be published in the annual report
25	of the Office of Special Counsel

#### 1 SEC. 11. EFFECTIVE DATE.

- 2 The provisions of this Act and the amendments made
- 3 by this Act shall be effective on and after the date of the
- 4 enactment of this Act.
- S 622 RS——2